

---

---

TIGARD CITY COUNCIL  
MEETING

July 16, 2002 6:30 p.m.

TIGARD CITY HALL  
13125 SW HALL BLVD  
TIGARD, OR 97223



PUBLIC NOTICE:

Assistive Listening Devices are available for persons with impaired hearing and should be scheduled for Council meetings by noon on the Monday prior to the Council meeting. Please call 503-639-4171, Ext. 309 (voice) or 503-684-2772 (TDD - Telecommunications Devices for the Deaf).

Upon request, the City will also endeavor to arrange for the following services:

- Qualified sign language interpreters for persons with speech or hearing impairments; and
- Qualified bilingual interpreters.

Since these services must be scheduled with outside service providers, it is important to allow as much lead-time as possible. Please notify the City of your need by 5:00 p.m. on the Thursday preceding the meeting date by calling: 503-639-4171, x309 (voice) or 503-684-2772 (TDD - Telecommunications Devices for the Deaf).

SEE ATTACHED AGENDA

A G E N D A  
TIGARD CITY COUNCIL WORKSHOP MEETING  
July 16, 2002

6:30 PM

1. WORKSHOP MEETING
  - 1.1 Call to Order - City Council
  - 1.2 Roll Call
  - 1.3 Pledge of Allegiance
  - 1.4 Council Communications & Liaison Reports
  - 1.5 Call to Council and Staff for Non Agenda Items
  
2. UPDATE ON WASHINGTON SQUARE REGIONAL CENTER FINANCING STRATEGY AND PROGRAM
  - Staff Report: Community Development Staff
  
3. UPDATE ON THE STREET MAINTENANCE FEE
  - Staff Report: Engineering Staff
  
4. COUNCIL LIAISON REPORTS
  
5. NON-AGENDA ITEMS
  
6. EXECUTIVE SESSION: The Tigard City Council may go into Executive Session. If an Executive Session is called to order, the appropriate ORS citation will be announced identifying the applicable statute. All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions, as provided by ORS 192.660(3), but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.

## 7. ADJOURNMENT

I:\ADM\GREER\CITY COUNCIL\020716.DOC

AGENDA ITEM # \_\_\_\_\_  
FOR AGENDA OF July 16, 2002

CITY OF TIGARD, OREGON  
COUNCIL AGENDA ITEM SUMMARY

ISSUE/AGENDA TITLE Washington Square Regional Center Financing Strategy and Program update

PREPARED BY: Julia Hajduk DEPT HEAD OK \_\_\_\_\_ CITY MGR OK \_\_\_\_\_

---

ISSUE BEFORE THE COUNCIL

Discuss and provide comments on the Washington Square Regional Center financing strategy and overall program development.

---

STAFF RECOMMENDATION

Review the information, ask questions as needed and provide comment.

---

INFORMATION SUMMARY

The Tigard City Council adopted a resolution in February 2002 which accepted the implementation plan findings and allowed the previously approved Plan and zone and development code standards to become effective. Since that time, the Long Range Planning Division, along with representatives from Engineering, Finance and Public Works has been developing a detailed work program. The work program will cover four areas:

- Financing
- Parks and Open spaces
- Transportation Demand Management
- Stormwater

Exhibit A shows the Regional Center Plan timeline and where the City is currently in the process. Of the above, the financing is the most critical as it is the foundation from which the others are literally built. For that reason, the primary focus has been on developing a financing strategy which outlines specific steps and tasks needed to move the recommendations and vision to reality. As an outcome of the initial work that has been completed, several key policy issues must be addressed before the Washington Square Funding Strategy is finalized. These issues are:

- How do we narrow and close the funding gap, and
- What is Tigard's role in closing the gap?

The attached financing strategy (Exhibit B) provides a detailed analysis of the available funds and provides specific recommendations. The attached memo (Attachment 1) provides an overview and summary of the major issues that are pulled from the financing strategy.

---

OTHER ALTERNATIVES CONSIDERED

N/A

---

### VISION TASK FORCE GOAL AND ACTION COMMITTEE STRATEGY

Growth and Growth Management Goal #1 – Accommodate growth while protecting the character and livability of new and established areas, strategy 5 – Address planning and growth issues associated with the Regional Center.

---

### ATTACHMENT LIST

- Attachment: 1 – Memo prepared by Barbara Shields, Long Range Planning Manager
- Exhibit A - Timeline of implementation
  - Exhibit B - Draft Washington Square Regional Center Financing strategy
  - Exhibit C - Charts showing funding needs vs. available funds
  - Exhibit D - Steps to take to fill the funding gap
  - Exhibit E - Draft of first newsletter update on the Washington Square progress
  - Exhibit F - Outline of overall implementation program

---

### FISCAL NOTES

The costs of completing program elements varies but will be incorporated into department budgets as necessary.



## MEMORANDUM

### CITY OF TIGARD

---

TO: Honorable Mayor and City Council Members

FROM: Barbara Shields, Long Range Planning Manager

DATE: July 1, 2002

SUBJECT: Washington Square Regional Center Implementation Program Update/  
Funding Strategy Overview

#### Background

In 1997, the City of Tigard, in cooperation with Beaverton, Washington County, Metro and ODOT, began a multi-jurisdictional effort to develop a plan for the Washington Square Regional Center area in response to Metro's designation of the area in the 2040 Growth Concept. The plan evaluated density, design standards, transportation improvements and parks and natural resources. The plan laid the foundation to create a balanced, high density, urban village. While Council accepted the overall vision, there was concern that there were still some unanswered impacts that needed to be addressed before they allowed the plan to be implemented. In February 2000, the Tigard City Council approved the Washington Square Regional Center Plan, September 1999 (*WSRC Plan*) and related Comprehensive Plan and Zoning Code amendments, withholding enactment of these policies and standards until a number of transportation, natural resource, stormwater, and parks and open space issues were addressed. Additional technical studies were undertaken to address these issues and this became the Phase II Implementation process.

In June 2001, the Washington Square Regional Center Task Force completed Phase II of the Washington Square Regional Center Plan (the Plan), and forwarded recommendations to the Tigard City Council to implement the Plan. The strategy showed that the Washington Square Regional Center Plan recommendations were able to be funded using various sources. While Council accepted the Plan concept and recognized that there are no fatal flaws in the overall implementation approach, no detailed work program was developed as part of the prior efforts. The City Council moved forward with the implementation of the Plan by passing a resolution implementing the Plan and code standards.

Since last fall, City Staff have been meeting periodically to develop an Implementation Program (Phase III). The funding strategy section of the Implementation Program takes the work done by the Task Force to the next level by outlining specific steps and tasks needed to move the recommendations and vision of potential funding to reality.

### Objectives

The major objective of the proposed implementation program is to develop a detailed timeline and determine the level of needed resources to accomplish the recommendations of the Plan and move the Plan from the vision and concept level to fruition.

The secondary objectives are to:

- Provide a level of refinement in understanding the major components of the Plan by focusing on actions and tasks rather than visions;
- Develop a simplified set of implementation tools which could be used to build gradually more complex context for communication with stakeholders;
- Provide a starting point for a multi jurisdictional model in implementing the Plan.

### General overview of the Implementation Program context and concept.

The overall Washington Square Regional Center Program consists of four major elements:

- Funding:** The major objective of the funding program is to ensure that available funding sources are available to fill the gap between needed improvements and available funds.
- Greenbelt:** The major objective of the greenbelt program is to balance the projected densities with a parks and trail system with the existing natural resources.
- TDM:** The Transportation Demand Management program needs to be established to coordinate demand for single occupancy vehicles in the Plan area.
- Stormwater:** The major objective of the stormwater program is to develop a set of incentives for development which would implement innovative stormwater management practices.

At this point in the process, it is expected that developing and adopting an overall Implementation Program may take more than one year. We have completed our draft of the financing section and once it is finalized, we will begin working on remaining elements. **Exhibit A** identifies where we are in the overall process.

### Summary of the Washington Square Regional Center Funding Strategy.

The attached draft Washington Square Regional Center Funding Strategy (**Exhibit B**) was developed by the Community Development Department through a collective effort including the City's Engineering, Public Works, Administration and Finance representatives. In general, the document contains a detailed description of potential funding sources and calls for a number of actions by the City of Tigard, City of Beaverton, Washington County, and Metro which are needed to support infrastructure improvements within the Plan area. **Exhibit C** shows the funding needs (\$144 million) and the anticipated funding sources. It should be noted that there is a 65 million dollar "gap" between the funding needs and the available funding. While the implementation plan assumes that this gap would be filled via an Urban Renewal District, that is ultimately a Council decision. It is anticipated that the issue of urban renewal will be discussed at a later date.

Two major policy questions arise as an outcome of the financing strategy:

- 1) How do we narrow and close the \$65 million gap between funding needs and available funding resources; and
- 2) What's Tigard's role and/or extent of leadership in "closing the GAP"?

Based on the detailed information prepared for and provided in the financing strategy, Staff recommends that Council support the following actions to address these two major policy issues:

### **Closing the GAP**

The key conclusion is that the existing funding sources can contribute a little more than half to the identified funding need. Several strategies were developed and recommended as part of the solution to the GAP issues:

- **Evaluate the existing fees** – This step involves evaluating the existing fees (TIF, SDC) to determine if they adequately cover what they are intended to. It may be necessary to raise fees citywide and/or have a separate fee structure for areas within portions of the regional center. This step also involves working with other jurisdictions to develop uniform fees so that all elements of the Regional Center vision can be completed, not just Tigard's portion. A final element of the work program developed is to move forward with necessary steps to ensure existing funds be available and eligible for Washington Square needs (MTIP, TIF).
- **Look at potential new fees** – This step involves looking at opportunities for additional fees and providing recommendations for Council's consideration. Examples may be a traffic SDC in this area in addition to the existing TIF. Other possible revenue sources that could be evaluated include: street utility fees, employment taxes, parking meters, off-street parking fees, etc. This step also involves getting all jurisdictions together to discuss collecting uniform fees in this area. The Council may also wish to look at supporting new SDC fees to help pay for support services such as schools, emergency services, etc.
- **Consider urban renewal** – It was assumed in the Phase II implementation plan financing strategy that urban renewal would be a financing tool to fill the funding gap. Ultimately though, Council and the Tigard citizens (and any other jurisdiction included in a proposed urban renewal district) must agree on the plan. Council will be provided more detailed information on urban renewal districts in the near future and more information will be provided on timelines of moving an urban renewal district through the process as well. It is anticipated that if urban renewal is an accepted option, it will not be undertaken for 3-4 years.

**Exhibit D** illustrates how these actions, together with the detailed work program provided in the financing strategy, make up the basis for the funding program.

### **Tigard's role/leadership in closing the GAP**

The funding implementation actions require coordination among the jurisdictions, it is recommended that Tigard continue its leadership role by coordinating with the appropriate City of Beaverton and Washington County representatives. To help keep the momentum of the Regional Center Plan and implementation Program, we propose to do the following:

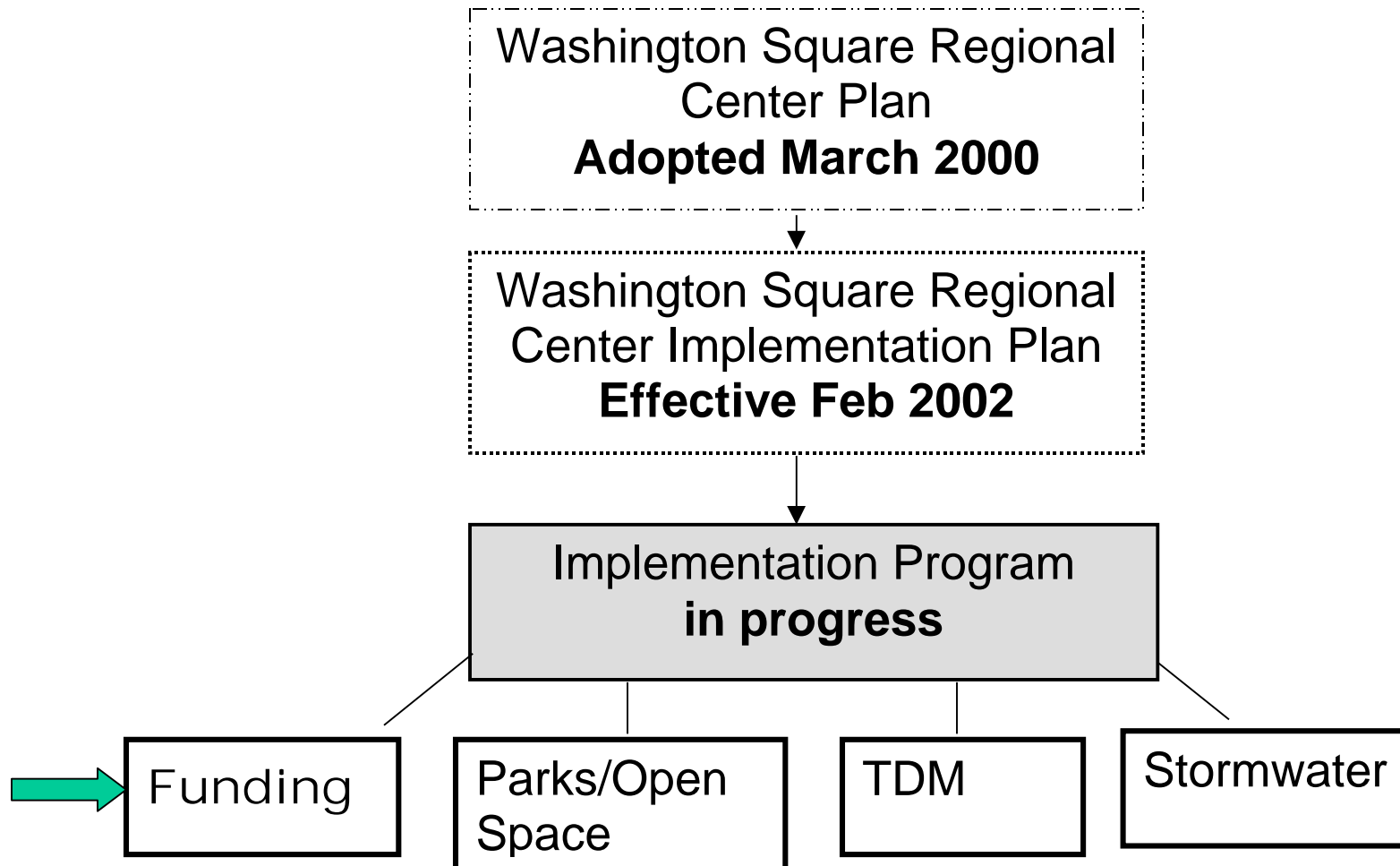
- Update jurisdictions, Metro and Task Force members periodically by newsletter (**Exhibit E**)
- As appropriate, coordinate meetings to discuss multi-jurisdictional implementation approach.
- Work with the business community, as necessary, to build support for the funding issues.

### **Next Steps**

Once direction from Council is received regarding the recommendations and major policy issues raised, a final financing strategy will be prepared. It is our recommendation that the outline for an overall implementation program be accepted (**Exhibit F**) and each piece will be brought to Council for adoption by resolution once it is completed. Meanwhile, we will continue the inter-jurisdictional coordination by planning a meeting in September/October to share the implementation program and financing strategy.



# Timeline of Implementation



## II. WASHINGTON SQUARE FUNDING STRATEGY

In February 2002, the Washington Square Regional Center Task Force completed Phase II of the Washington Square Regional Center Plan (the Plan), and forwarded recommendations to the Tigard City Council to implement the Plan, including an overall financial strategy.

The financial strategy identified potential funding sources and called for a number of actions by the City of Tigard, and by the City of Beaverton and Washington County, aimed at financing needed transportation and infrastructure improvements within the Regional Center. The strategy showed that the Washington Square Regional Center Plan recommendations were able to be funded using various sources, allowing the City Council to move forward with the implementation of the Plan. The major recommendations of the Washington Square Regional Center Financing Strategy from the implementation phase are:

- Aggressively pursue transportation funding, including the Highway Trust Fund, state and local sources, and Metro's Metropolitan Transportation Improvement Program (MTIP).
- Establish priorities so that locally generated fees from existing businesses and residents and new development activity located within the Regional Center are focused on the transportation and infrastructure needs within the Regional Center.
- Pursue the formation of local improvement district(s) (LIDs) where existing businesses and residents will directly benefit from improvements to existing transportation and stormwater facilities, or relatively modest new improvements are needed that benefit multiple property owners.
- Aggressively pursue regional, state, and national grants and funding programs for specific improvements, and pursue dedications, donations and contributions from the private sector.
- Seriously consider the formation of an urban renewal district for the Regional Center as a local funding source for major transportation, stormwater, resource enhancement and parks and open space improvements that benefit the entire area.

The following funding strategy section takes the work done by the Task Force to the next level by outlining specific steps and tasks needed to move the recommendations and vision of potential funding to reality. The major objective of the implementation program is to develop a detailed timeline and determine the level of needed resources to accomplish the recommendations of the Plan and move the Plan from the vision and concept level to fruition. The secondary objectives are to:

- Provide a level of refinement in understanding the major components of the Plan by focusing on actions and tasks rather than visions;
- Develop a simplified set of implementation tools which could be used to build gradually more complex context for communication with stakeholders;
- Provide a starting point for a multi-jurisdictional model in implementing the Plan.

### Summary of Funding Needs

Appendix A provides a complete list of project improvements recommended by the Washington Square Regional Center Plan and Task Force and approved by the Tigard City Council. Appendix A also provides the estimated costs and potential funding sources identified for each improvement.

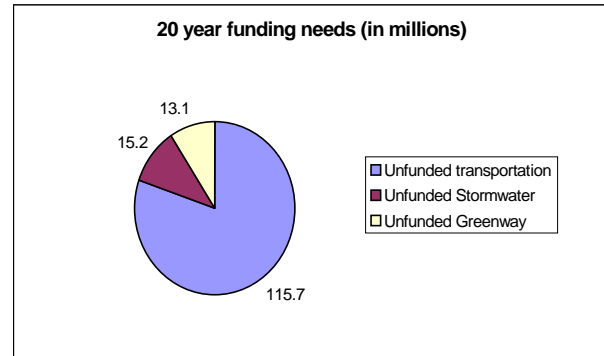
A key understanding is that some improvements will be paid by developers, however, most of the identified funding need is for projects of a regional nature which will not be fully funded by private development due to the regional nature.

The identified improvements account for more than \$160 million in transportation, stormwater, parks and open space improvements needed over the next 20 years to support existing and anticipated businesses and residences in the area and to preserve its livability.

A summary of the improvements and costs are:

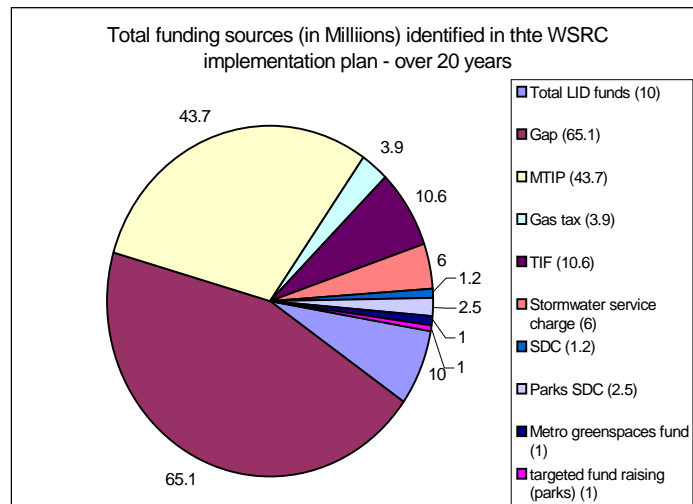
Transportation	\$115.7-121.7 million
Stormwater/Natural Resource	\$15.2-18.0 million
Greenway, Parks and Open Space	<u>\$13.1-20.9 million</u>
Total Needed Improvements (Over 20 years)	\$144.0- 160.6 million

The pie chart to the right shows how much of total funding requirements each category costs:



Based on the analysis of anticipated revenue during the next 20 years, the Washington Square Regional Center Implementation Plan concludes that adequate resources will be available to fund the public improvements necessary to implement the Plan. A key component of the WSRC implementation plan is that an urban renewal district will be formed. The following chart shows the funding sources that have been identified as contributing to the regional center. The largest portion (65.1 million) represents the gap in funds that could potentially be filled with urban renewal funds, additional fees and/or some other choices.

The following chart shows all funds anticipated to contribute to the regional center improvements. These funding needs are in addition to improvements anticipated to be completed by developers as part of the site development review process.



## Funding Sources

A portion of improvements will be paid by developers, however, that will not fund all improvements identified as necessary in the Washington Square Regional Center Plan. It is necessary to secure funding from the additional funding sources that exist today and to develop sources that are available but not yet in use by the City of Tigard. The potential sources identified and discussed in the following sub-sections are:

- Metropolitan Transportation Improvement Plan (MTIP) Amendments.
- Local Improvement District (LID) Formation and Feasibility (streets, parks, sewer)
- Traffic Impact Fee (TIF) Amendments/Allocations
- Systems Development Charge (SDC) Amendments/Allocations (stormwater, parks, other)
- Additional Local Fees/Assessments
- Urban Renewal Plan Feasibility Assessment

The purpose of this analysis is to examine the critical steps and players necessary to acquire funding of the identified improvements. It should be noted that many of the identified improvements are anticipated to be funded by more than one source. The sub-section discussion lists projects to be funded by that source without noting that it may also receive funds from another source as well. While this does provide a diversity of funding mechanisms, the potential funding identified is not allocated and in some instances, additional steps are needed to ensure that the funding source is available for a specific improvement. In order to fully implement the Regional Center Plan, the financial recommendations must be followed in accordance with the work program and implementation chart outlined in the following sub-sections. The information in each sub-section is organized as follows:

- **Background** – Provides a general overview of the fund source, its intent and an overview of additional issues.
- **Process** – Provides information on how the funding process works, including steps that need to happen before funding can be made available.
- **Recommendations** – Makes specific recommendations to obtain the funding utilizing the process outlined in the previous section.
- **Work Program Description** – Lists specific steps from near term to long term to obtain funding and get identified improvements completed.
- **Implementation Chart** – Identifies key implementing departments and agencies for each task in the work program. Also identifies the lead department of agency and the decision maker if applicable.

## Council Policy Decisions

The major policy question that this document attempts to raise and address is how to narrow and close the gap between funding needs and available funding resources. Several strategies are recommended but require Council direction:

- Evaluate existing fees
- Look at potential new fees
- Consider Urban Renewal

Throughout these sections, there are occasions where a policy decision by Council is needed before a firm work plan can be developed. While these are detailed within each section, below is a summary of the major policy decisions Council must make before a finalized funding strategy program can be implemented:

## **Narrowing the funding gap**

### **LID**

How aggressive should the City be in pursuing the formation of an LID:

Option 1: City staff should keep informed of development activity within potential LIDs and make developers aware that there is City support for forming LIDs to implement the Regional Center Plan. (passive)

Option 2 City staff should identify potential LID locations and assess support for the formation of an LID in the near term. (less aggressive)

Option 3: City policy regarding development in the Washington Square regional Center should be that all local streets shall be fully improved (not just  $\frac{3}{4}$  streets as currently accepted) before development may occur. This would force either the developer to construct the street or to enter into a non-remonstrance agreement for the formation of an LID. (aggressive approach)

Option 4: Require the formation of LIDs.

Evaluate the feasibility and support for a parks LID in the regional center

### **TIF**

Should the City bring the TIF eligible projects up on the priority list through the CIP process –(Council policy issue as to priority compared to other TIF eligible projects)?

The City Council should review the issue of dedicating TIF revenues generated within the Regional Center area solely to the Regional Center and provide direction to staff as to whether those revenues should or should not be dedicated.

### **SDCs**

The City Council should review the issue of dedicating SDC revenues generated within the Regional Center area solely to the Regional Center and provide direction to staff as to whether those revenues should or should not be dedicated.

Council should consider the creation of additional SDCs.

### **MTIP**

How should Council balance the competing demands for MTIP project applications?

### **Additional Fees**

Should staff explore additional fees of local assessments with regional partners?

### **Tigard's Role in closing the gap**

Should the City take the lead on construction of all projects in the Regional Center so that we have a consistent approach to all projects? This would require an inter-governmental agreement.

Should the City actively seek partnerships with neighboring Cities/County and the business community to participate in major funding decisions? How do we get buy-in and active support from the property owners and business community?

## II.A. METROPOLITAN TRANSPORTATION IMPROVEMENT PLAN

### 1. BACKGROUND

The Metropolitan Transportation Improvement Program (MTIP) allocates federal funds in the region and is updated every two years, and includes a rolling, four-year program of transportation improvements. In order to be eligible for MTIP funding, a project must be identified in the “financially constrained transportation system”. The financially constrained transportation system is based on federal planning requirements and is based on a financial forecast of limited funding over the 20-year plan period. It is anticipated that funding will be available for projects identified in the financially constrained system. The Regional Transportation Plan (RTP), which was adopted in 2000, identifies projects of regional significance that are in the financially constrained system or the priority system. Every project identified in the financially constrained system is also included in the priority system. Projects that are in the priority system alone are not eligible for MTIP funding. The priority system projects are “intended to guide local transportation plans and land use actions, and serve as the source of future projects in the financially constrained system, either through amendments to the RTP, or through the regular updates that occur every three to five years.”

The following lists the projects in the Regional Center and which system they are currently identified in:

Task Force Recommended Auto-Related Improvements <sup>1</sup>	RTP Designation
Highway 217 improvements	Financially constrained
North Mall to Nimbus connection	Priority system
South Mall to Nimbus connection	Priority system
SW Nimbus-Greenburg connection	Priority system
SW Lincoln Street from Locust to Oak	Priority system
SW Locust from Hall to Greenburg	Priority system
Widening of Hall Boulevard	Financially constrained/priority system

<sup>1</sup> – refer to appendix A for description of improvement, estimated cost and additional potential sources of funding identified.

As the table above shows, the majority of the recommended improvements are not currently eligible for MTIP funds because they are not included in the financially constrained system.

The City of Tigard has determined that the following improvements are of regional significance and, as such, should be fully or partially funded through MTIP funds:

- North Mall to Nimbus connection (Beaverton)
- South Mall to Nimbus connections (Tigard)
- SW Nimbus-Greenburg connection (Tigard)
- SW Locust from Greenburg to Hall (Tigard)

In order to fund these auto related projects with MTIP funds, the RTP must be amended to include these projects in the financially constrained system.

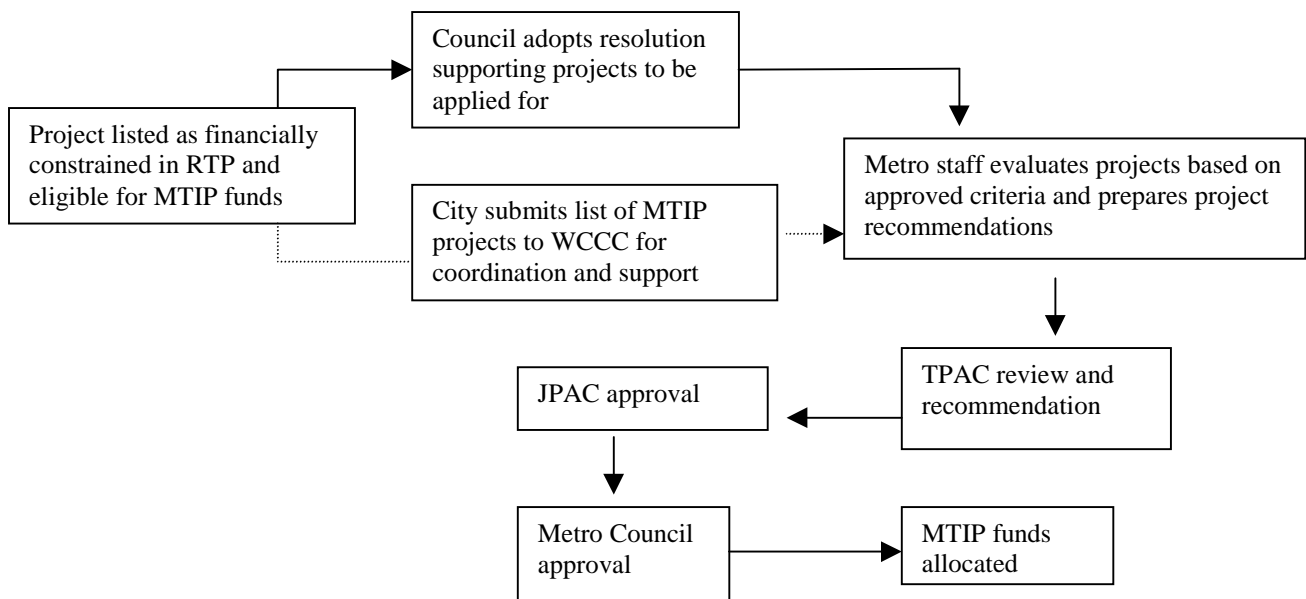
## 2. PROCESS

The RTP financially constrained analysis must create a balanced system that does not bring the region into non-compliance with federal air quality issues. To amend the RTP to include a project in the financially constrained analysis prior to the 2006-09 MTIP funding cycle, the City of Tigard would have to provide an analysis which shows that the increased auto related project would not push the region over its air quality requirements. This analysis would be conducted at the City's expense. The City could then ask for a formal amendment to the RTP.

Alternatively, the City could ask that these amendments be made as part of the 2004 RTP update. The 2004 RTP update is anticipated to begin late next Fall. In addition to addressing federal air quality requirements, the financial aspect is also critical. In order for projects to be added to the financially constrained system, other projects must be removed or funding forecasts increased.

Once the improvements are included in the financially constrained system and eligible for MTIP funds, Tigard could apply for MTIP funds. Metro is currently looking at revising the existing MTIP process. Metro anticipates that the MTIP process revisions will be started in the spring of 2002 prior to the next MTIP allocation cycle (2006-2009). Planning for the 2006-2009 MTIP funding cycle is scheduled to begin in the Fall of 2002.

A summary of the decision making process for MTIP allocations is provided below. This process is subject to change and this document will be reviewed periodically to verify consistency with the current process.



There are several potential MTIP funded projects in the City of Tigard. Because MTIP funding is limited and competitive, the City Council should specify which projects are their priority projects in the event that all projects applied for are not able to be funded. This will require tough decisions, as any MTIP project is generally going to be of great public benefit both locally and regionally.

### **3. RECOMMENDATIONS**

- Monitor and comment as needed on the MTIP process revision proposals by participating in meetings with Metro staff.
- Begin discussions on prioritization of potential Citywide MTIP projects. (Council Policy Decision)
- Actively participate in 2006-2009 MTIP allocation discussions with Metro decision makers.
- Work with Metro to have the projects identified above (in section I. Background) added or altered in the 2004 RTP update.
- Work with WCCC to communicate the need to have identified projects included in the RTP update, the financially constrained system and included in the MTIP funding allocations.

### **4. WORK PROGRAM**

	<i><b>Status</b></i>
<i><b>Near Term (Now)</b></i>	
• Talk to Washington County to get support for identified projects	--
• Consider RTP amendment process	Considered but not timely
• Write letter to Metro requesting amendments for the next RTP update	--
• Complete necessary amendment to the RTP during 2004 update	--
• Continue to support Highway 217 corridor project	--
<i><b>Short Term (0-10 years)</b></i>	
• Monitor and comment as needed on the MTIP process revision proposals and update this strategy document as needed	--
• Actively participate in 2007-2009 MTIP allocation discussions	--
• Work with Metro to have the projects identified above added or altered in the 2004 RTP update	--
• Work with WCCC to communicate the need to have identified projects included in the RTP update, the financially constrained system and included in the MTIP funding allocations	--
• Highway 217 corridor study – staff support	--
<i><b>Medium Term (5-15 years)</b></i>	
• Highway 217 improvements – staff support regional planning efforts	--
• North Mall to Nimbus connection	--
• South Mall to Nimbus connection	--
<i><b>Long Term (11-20 years)</b></i>	
• Apply for MTIP funding for identified improvements	--
• Continue active role in the MTIP allocation cycles	--
• Continue active role in RTP updates to insure identified projects continue to be a regional priority	--
• SW Nimbus to Greenburg Road connection	--
• Evaluate need to widen Hall Boulevard to 5 lanes	--



## MTIP IMPLEMENTATION CHART

Tasks/Implementers	City of Tigard					City of Beaverton	Washington County	Metro	State (ODOT)	Federal	City Council
	LRP	CP	Eng.	PW	Fin.						
<b><i>Near Term (Now)</i></b>											
Talk to Washington County to get support for identified projects											
Write letter to Metro requesting amendments for RTP update	■		□			□	□	□			
Complete RTP amendment during 2004 update	□		□					◆			
<b><i>Short Term (1-10 yrs.)</i></b>											
Monitor, comment on MTIP process revision proposals	□		□			□	□	□			
Actively participate in <b>2006-2009</b> MTIP allocation discussions	□		□			□	□	◆			
Advocate for recommended WSRC changes to 2004 RTP update	■		□			□	□	◆			
Work with WCCC to communicate the need to have identified projects included in RTP update, the financially constrained system and included in MTIP funding allocations											
<b><i>Medium Term (5-15 yrs.)</i></b>											
Monitor, comment on MTIP process revision proposals	□		□			□	□	□			
Actively participate in <b>2006-2009</b> MTIP allocation discussions	□		□			□	□	◆			
<b><i>Long Term (11-20 yrs.)</i></b>											
Apply for MTIP funding for identified improvements	□		■			□	□	◆			
Continue active role in MTIP allocation cycles	■		■					□			
Continue active role in RTP updates	■		■					□			

- = Lead Department
- = Involved agencies/departments
- ◆ = Decision maker

## II.B LOCAL IMPROVEMENT DISTRICT (LID)

### 1. BACKGROUND

A Local Improvement District or LID is a means to improve a defined land area with City services constructed to City standards. The process includes both construction and financing and involves property owners, City staff and Council.

LIDs are typically created to provide owners in a developed area an opportunity to finance the cost of public improvements that specially benefit their property. Districts may also be formed to promote economic development or to complete portions of an adopted plan in undeveloped or partially developed areas. The chief advantage of LIDs to developers within the Regional Center is that the districts could provide developers with financing for the construction of public improvements the developers are required to complete at their own expense. The LID designs and manages the project and the rates are generally better than developers would find if financing the project on their own. The remaining public improvements required for the Regional Center would be publicly funded by several methods including system development charges.

Generally, developers are required to complete street improvements only along the frontage of the lot being developed. This can result in streets of poor quality because a number of disconnected projects are required to complete a single street. Local Improvement Districts can provide a means to avoid this by completing street improvements in a single project.

The LID process begins with a need for a local capital improvement. The following street and storm drainage projects have been identified as potential LIDs since these improvements are expected to be provided by developers.

- **Locust Street-** Provide a three-lane section including drainage and other utilities with parking, bike lanes, sidewalks and other streetscape improvements between Hall Boulevard and Greenberg Road.
- **Lincoln Street Extension-** Provide a three-lane section including drainage and other utilities with parking, bike lanes and sidewalks between SW Locust Street and SW Oak Street.
- **Oak Street-** Provide a two-lane section including drainage and other utilities with parking, bike lanes and sidewalks between SW Hall Boulevard and SW Lincoln Street.
- **Washington Square Mall Internal Roads** – construct to public street standards including drainage and other utilities with bike lanes and sidewalks (must be dedicated to the public to be LID eligible).
- **Cascade Avenue** – improve to 3 lane standard with parking, bike lanes and sidewalks.

While not specified in the Washington Square Regional Center Implementation Plan Financing strategy, it has been determined that some park improvements may be able to be funded through an LID as well. Specific improvements have not been identified, however a recommendation in this program is the further evaluation of this possibility.

## **2. PROCESS**

There are two ways to initiate a district:

- Council may initiate on its own motion.
- The property owners owning at least fifty percent of the property benefited by the improvements may petition the Council to initiate a district.

By either method, Council may not proceed with a district if property owners owning two-thirds of the property area within the proposed district remonstrate against the improvement. Consequently, formation of a district depends upon property owner support. However, the developers that would benefit from the LIDs are not necessarily the current owners. The required support for districts is not expected until developers have purchased the lots within the proposed district.

A proposed Local Improvement District requires a significant amount of effort and expense before owners are provided with an opportunity to remonstrate against the improvement. If the remonstrance prevails, this effort and expense is wasted. Consequently, one of the recommendations is that districts not be initiated until there is a showing of adequate owner support. This approach, however, can result in “patchwork” improvements within the Regional Center which could conflict with the overall vision of the area. It has been determined that Council must make a policy decision on how aggressively to pursue the formation of LIDs within the Regional Center. Council’s decision will impact the subsequent work program and implementation chart.

## **3. RECOMMENDATIONS**

1. Council must make a policy decision regarding how aggressive the City should be in pursuing the formation of an LID:

Option 1: City staff should keep informed of development activity within potential LIDs and make developers aware that there is City support for forming LIDs to implement the Regional Center Plan. (passive)

Option 2 City staff should identify potential LID locations and assess support for the formation of an LID in the near term. (proactive)

Option 3: City policy regarding development in the Washington Square Regional Center should be that all local streets shall be fully improved (not just  $\frac{3}{4}$  streets as currently accepted) before development may occur. This would force either the developer to construct the street or to enter into formation of an LID. (aggressive approach)

Option 4: Require the formation of LID.

2. Evaluate the feasibility and support for a parks LID in the Regional Center

#### **4. WORK PROGRAM**

	<b>Status</b>
<b><i>Near Term (Now)</i></b>	
• Prepare maps showing potential LIDs (all options)	---
• Include reference to the maps in land use preapplication checklists (option 1)	---
<b><i>Short Term (0 - 10 years)</i></b>	
• Evaluate the feasibility and support for a parks LID in the regional center	---
• Monitor development activities in potential LIDs and inform developers of the availability of LIDs (all options)	---
• Develop list of property owners in potential LID areas and conduct information meetings on development potential and LID benefits (option 2)	---
• If Option 2 resulted in significant support of an LID at this time, begin LID formation process (option 2)	---
• As development occurs, inform developers of street improvement requirements and inform developers of LID availability (option 3)	---
<b><i>Medium Term (5 - 15 years)</i></b>	
• Continue to monitor development activities in potential LIDs and inform developers of the availability of LIDs (options 1 and 3)	---

## LID IMPLEMENTATION CHART

	City of Tigard					City of Beaverton	Washington County	Metro	State (ODOT)	Federal	City Council
Tasks/Implementers	LRP	CP	Eng.	PW	Fin.						
<b><i>Near Term (Now)</i></b>											
Council discuss options and make policy direction on which option to chose	□		□								◆
Prepare maps showing potential LIDs (all options)			■								
Include reference to the maps in land use preapplication checklists (all options)	□	■	□								
<b><i>Short Term (1-10 yrs.)</i></b>											
Monitor development activities in potential LIDs and inform developers of the availability of LIDs (all options)	□	■	□								
Develop list of property owners in potential LID areas and conduct information meetings on development potential and LID benefits (option 2)	■		□								
If Option 2 resulted in significant support of an LID at this time, begin LID formation process (option 2)			■								
As development occurs, inform developers of street improvement requirements and inform developers of LID availability (option 3)	□	■	□								
<b><i>Medium Term (5-15 yrs.)</i></b>											
Monitor development activities in potential LIDs and inform developers of the availability of LIDs (options 1 and 3)	□	■	□								
<b><i>Long Term (11-20 yrs.)</i></b>											

- = Lead Department
- = Involved agencies/departments
- ◆ = Decision maker

## II.C TRAFFIC IMPACT FEE (TIF)

### 1. BACKGROUND

The Countywide Traffic Impact Fee (TIF) program collects fees from new development based on the development's projected impact on the transportation system. Developing properties are required to pay based on the number of trips they are projected to generate. Proceeds from the TIF program are used to fund off-site improvements that provide additional capacity to the major transportation system including highways, arterials and collector streets.

The number of trips generated is set out by the County TIF Ordinance and is generally consistent with the Institute of Transportation Engineers Trip Generation Manual. The TIF rates vary depending upon land use category of the development. Currently, approximately \$990,000 is in the City's TIF fund. It is estimated that an average of \$765,000 will be collected each year (projected through 06-07) for use on all TIF eligible projects, depending on the rate of development.

The program allows construction of improvements in lieu of payment of the fee. In general, the improvement must provide additional capacity to an eligible facility.

Fifty percent of all net revenues must be reserved for designated arterials. TIF revenues may only be used for collectors if the County certifies that all necessary additional arterial capacity has been assured.

Two collector streets within the Regional Center are expected to be TIF eligible facilities:

- **Locust Street-** Provide a three-lane section with parking, bike lanes, sidewalks and other streetscape improvements between Hall Boulevard and Greenberg Road.
- **Lincoln Street Extension-** Provide a three-lane section with parking, bike lanes and sidewalks between SW Locust Street and SW Oak Street.

These streets are not currently on the County TIF ordinance list. In addition, Greenburg Road is a TIF eligible street but improvements are not listed in the Washington Square Regional Center Plan project priority list.

### 2. PROCESS

The list of TIF eligible projects is adopted by the Washington County Board of Commissioners. In order to have streets added to the TIF eligible list, the County would need to add them by ordinance.

In order to expend TIF funds, the City submits a prioritized list of TIF eligible projects to the Washington County Transportation Coordinating Committee to review for compliance with expenditure requirements and consistency with other TIF projects. Projects are constructed as part of the City's Capital Improvement Program. The priority for all TIF eligible projects within the City is determined through the City's CIP process. The CIP is ultimately approved by Council with initial recommendation by staff, input from the public and recommendation by the Planning Commission.

The CIP process for this year budgets and plans for improvements for the next fiscal year and the following 4 years. The CIP is updated every year and projects are moved up, refined or removed as priority demands. The identified improvements are anticipated to be constructed in the short term (0 to 10 years); therefore the projects must be on the CIP project priority list no later than 2008. The actual timing of improvements will depend on development activity, TIF fund revenues and Citywide priority of the identified projects. There are 37 other Citywide projects on the TIF eligible list (5 arterial sections and 32 collector sections). The City Council must make a policy decision on whether the Washington Square Regional Center improvements shall receive emphasis during the CIP formulation process.

The major arguments in favor of a dedication of TIF revenues generated within the Washington Square Regional Center to implementation of the Washington Square Regional Center Plan include:

1. The funding needs of the Washington Square Regional Center Plan are massive. The City will require every possible source of revenue to complete this Plan. A dedication of these revenues ensures that at least the TIF revenue will be available.
2. The dedication of this revenue source is a clear statement of the importance of the Regional Center Plan to Tigard and the entire Portland metropolitan area.
3. Property owners within the Regional Center may be more likely to support requests for additional funding to implement the Plan if they see all revenues generated from the area is dedicated back to making the Plan a reality.

The major arguments for not formally dedicating TIF revenues generated within the Washington Square Regional Center to the implementation of the Washington Square Regional Center Plan include:

1. TIFs, by their very nature, are charged to support Citywide systems, not specific geographic area projects.
2. A dedication of TIFs generated within the Regional Center could, in fact, tend to limit funding for projects within the Center. The need in the Center is far greater than the anticipated TIF can support; the City may decide, in fact, to devote more TIF revenue to supporting those projects in the short term than are actually generated from that area. If TIF revenues are dedicated, other areas of the City could rightfully argue that no additional TIF revenue (beyond the dedicated portion) should be used there.
3. A dedication of TIF revenues within the Regional Center would set a precedent that could ultimately lead to the balkanization of this important revenue source as other areas of the City request similar dedications. This would seriously impair the ability of the City to maintain and expand the transportation system.

A formal dedication accomplishes nothing beyond what can exist today. The City has already expressed support for the Regional Center through the adoption of the Washington Square Regional Center Plan. Council can make the Washington Square

Regional Center a priority through adherence to that Plan and appropriations for the Plan's projects in annual budgets.

In order for the County to process an amendment to the TIF ordinance, the City must submit a letter requesting an amendment. The request is forwarded to the Washington County Coordinating Committee (WCCC) for recommendation and then, if the WCCC recommends the amendment, the request is put on the Washington County Board of Commissioners' consent agenda. The process takes approximately 3-4 months. The County has indicated that they plan on doing a comprehensive review of the TIF ordinance in the spring of 2003 and recommend that we wait to have the additional streets added to the list as part of that review.

### **3. RECOMMENDATIONS**

In order to get the Washington Square projects identified above constructed with TIF funds, several steps must take place:

- Get projects on Countywide TIF list.
- Bring the projects up on the priority list through the CIP process – **COUNCIL POLICY ISSUE.**
- The City Council should review the issue of dedicating TIF revenues generated within the Regional Center area and provide direction to staff as to whether those revenues should or should not be dedicated. **COUNCIL POLICY ISSUE.**
- The prioritized list of proposed TIF projects should be kept current so that the availability of TIF revenues for improvements to the Regional Center may be readily determined.

### **4. WORK PROGRAM**

Status

#### *N e a r T e r m*

- Ensure that proposed projects have been approved for TIF funding.
- Incorporate priority projects for consideration when evaluating funding of TIF projects.

#### *S h o r t T e r m (1-10 yrs.)*

- Monitor and participate in the County TIF ordinance review to ensure that the Washington Square Regional Center routes are included in the TIF list.

#### *M e d i u m T e r m (5-15 yrs.)*

None

#### *L o n g T e r m (11-20 yrs.)*

- There are no long term work program tasks for the TIF section



## TIF IMPLEMENTATION CHART

	City of Tigard					City of Beaverton	Washington County	Metro	State (ODOT)	Federal	City Council
Tasks/Implementers	LRP	CP	Eng.	PW	Fin.						
<b><i>N e a r T e r m (Now)</i></b>											
Ensure that proposed projects have been approved for TIF funding.	□		■				□				
Incorporate priority projects for consideration when evaluating funding of TIF projects.			■								◆
<b><i>S h o r t T e r m (1-10 yrs.)</i></b>											
Monitor and participate in the County TIF ordinance review to ensure that the Washington Square Regional Center routes are included in the TIF list			■								
<b><i>M e d i u m T e r m (5-15 yrs.)</i></b>											
None											
<b><i>L o n g T e r m (11-20 yrs.)</i></b>											
None											

- = Lead Department
- = Involved agencies/departments
- ◆ = Decision maker

## II.D SYSTEM DEVELOPMENT CHARGES (SDC)

### 1. BACKGROUND

The City charges new developments fees for improvements to water and parks systems necessary to support those developments. The City also collects development fees for Clean Water Services (sanitary and storm sewers) and Washington County Traffic Improvements. These fees, known collectively as systems development charges, or SDCs, may have two components: (1) a reimbursement fee, which represents a fair share buy-in to existing systems, and (2) an improvement fee to pay for additions or improvements to these systems to serve the new development.

By law, SDC revenues may only be spent on projects within the system for which they are charged. For example, Water SDCs may only be spent on water projects, Parks SDCs may only be spent on parks projects, etc. The City, therefore, accounts for SDC revenues within different funds to ensure that these requirements are met. In addition, SDCs can only be spent for the capital needs of these systems: land acquisition, design, architecture and engineering, and construction. Projects eligible for SDC funding are identified in the City's Five-year Capital Improvement Plan (CIP), and funds for first-year projects from the CIP are appropriated in the City's annual budget.

The new development envisioned by the Washington Square Regional Center Plan will generate significantly higher demand for water, parks, storm and sanitary sewers, and roads. SDCs paid by those developments will generate a stream of income which could be used to partially offset those costs, but which will not pay the full cost of these services. The following projects may be considered for SDC funding:

- Develop a stormwater facility upgrade and replacement program designed to improve existing stormwater facilities
- Water quality projects identified in the Plan
- Parks and open space Master Plan
- Fanno Creek linear park development
- Ash Creek linear park development
- Greenway trail connections
- Metzger School park improvements
- Whitford School park improvements
- Ash Creek Neighborhood Park
- Washington Square urban open space
- Highway 217 corridor trail system
- Special parks and facilities
- Streets and roads projects
- Water system upgrades

The Washington Square Regional Center Implementation Plan recommends that the City formally dedicate all SDCs charged on new development within the Washington Square Regional Center to pay for the costs of improvements within that area. This is clearly a major policy question that needs to be addressed by the City Council. There are pros and cons to such a dedication.

The major arguments in favor of a dedication of SDC revenues generated within the Washington Square Regional Center to implementation of the Washington Square Regional Center Plan include:

1. The funding needs of the Washington Square Regional Center Plan are massive. The City will require every possible source of revenue to complete this Plan. A dedication of these revenues ensures that at least the SDC revenue will be available.
2. The dedication of this revenue source is a clear statement of the importance of the Regional Center Plan to Tigard and the entire Portland metropolitan area.
3. Property owners within the Regional Center may be more likely to support requests for additional funding to implement the Plan if they see all revenues generated from the area is dedicated back to making the Plan a reality.

The major arguments for not formally dedicating SDC revenues generated within the Washington Square Regional Center to the implementation of the Washington Square Regional Center Plan include:

1. SDCs, by their very nature, are charged to support Citywide systems, not specific geographic area projects.
2. A dedication of SDCs generated within the Regional Center could, in fact, tend to limit funding for projects within the Center. The need in the Center is far greater than the anticipated SDCs can support; the City may decide, in fact, to devote more SDC revenue to supporting those projects in the short term than are actually generated from that area. If SDC revenues are dedicated, other areas of the City could rightfully argue that no additional SDC revenue (beyond the dedicated portion) should be used there.
3. A dedication of SDC revenues within the Regional Center would set a precedent that could ultimately lead to the balkanization of this important revenue source as other areas of the City request similar dedications. This would seriously impair the ability of the City to maintain and expand these important Citywide systems.
4. A formal dedication accomplishes nothing beyond what can exist today. The City has already expressed support for the Regional Center through the adoption of the Washington Square Regional Center Plan. Council can make the Washington Square Regional Center a priority through adherence to that Plan and appropriations for the Plan's projects in annual budgets.

The City's decision not to dedicate SDC revenues generated within the Washington Square Regional Center to projects within the Center would not in any way negate the importance of SDC funding. Rather, it would underscore the importance of ensuring that SDCs are set at appropriate levels to recover allowable costs.

As an alternative to dedicating Citywide SDC revenues to projects within the Washington Square Regional Center, the City could opt to create a special SDC district covering just that area. SDCs could then be developed and charged within that district. Revenue raised from this district would have to be spent within that district. This option would

have the effect of dedicating revenues from development within the Regional Center to projects within the area. This option has many of the same pros and cons as does a simple dedication of SDC revenues, but its major advantage is that it would allow the charging of different (and presumably higher) SDCs within the Center than are charged in other areas of the City.

The issue of SDCs in the Regional Center is further complicated by the fact that the Regional Center extends into four different jurisdictions: Tigard, Beaverton, the Tualatin Hills Parks and Recreation District, and unincorporated Washington County. Each jurisdiction is responsible for setting its own SDCs. The four jurisdictions will need to work together to set comparable SDCs and will need to enter into intergovernmental agreements to ensure that each jurisdiction contributes an appropriate share of its SDC revenues to projects within the Center.

## **2. PROCESS**

State law governs SDCs (ORS 223.297 to 223.314). SDCs can only be charged for the capital requirements of a limited number of City services: water, sewer, storm water, transportation, and parks. By law, cities cannot charge SDCs for other services needed to support new development, such as schools, fire services, and police services. State law provides standards for the calculation of appropriate SDCs.

Under state law, SDCs may be calculated in two pieces: a reimbursement fee and an improvement fee. The reimbursement portion of the SDC constitutes a buy-in to an existing system, reimbursing the City for existing capacity that will be used by the new development. The improvement portion of the SDC pays for new improvements necessary to serve the development. The improvement portion of SDCs is usually supported by Capital Improvement Plans and master plans which clearly identify specific future improvements.

In addition to the requirements of State law, some SDCs collected by the City are actually charged by Washington County and Clean Water Services. Washington County levies the transportation SDC, known as the Traffic Impact Fee, and Clean Water Services levies the sanitary sewer and storm sewer SDCs (Connection fees). The City does not have direct control over the level of these charges.

## **3. RECOMMENDATIONS**

- The City Council should review the issue of dedicating SDC revenues generated within the Regional Center area and provide direction to staff as to whether those revenues should or should not be dedicated.
- The City should work proactively with Beaverton, the Tualatin Hills Parks and Recreation District, and Washington County to ensure that all SDCs are set at levels appropriate to recover existing and future costs of the transportation, water, sewer, and storm sewer systems. In addition, the three jurisdictions should explore changes in state law restricting the use of SDCs for capital improvements in other public systems (notably schools, fire and police) necessary to provide services to new developments.

## **4. WORK PROGRAM**

### *Status*

#### *Near term (Now)*

- CIP –Ensure that all near term (five year) projects are clearly identified and funding sources (or lack of funding) are identified in the City’s Five-Year CIP.

#### *Short term (1-10 years)*

- Master Plans – Review master plans for key City services/systems (i.e. transportation, water, parks, storm system, sanitary sewer system) to ensure that the plans reflect all improvements necessary to provide services to the new developments and projected growth in the City (including the Washington Square Regional Center). Develop project specific plans as needed.
- Review and Update all City SDCs – Review and update all City SDCs and explore the creation of a Tigard Transportation SDC to ensure that they reflect the updated master plans and CIP.
- SDC IGA – Develop a joint intergovernmental agreement between Tigard, Beaverton, Tualatin Hills Parks and Recreation District, and Washington County to ensure coordination of SDCs and to commit to shared SDC funding of appropriate regional Center projects. (Note: This could entail payments of SDC revenues by Beaverton, Tualatin Hills Parks and Recreation District, and Washington County to Tigard, with Tigard taking the lead in the construction of all Regional Center SDC-funded projects.)
- Expand Use of SDCs – Review State statutes governing the application of SDCs in Oregon. Work with Beaverton, Washington County, Metro, and the League of Oregon Cities to request needed changes from the State Legislature.
- Include Fanno Creek linear park development in the CIP
- Include Ash Creek linear park development in the CIP
- Include Metzger School park improvements in the CIP
- Include Whitford School park improvements in CIP (Beaverton)
- Include Ash Creek neighborhood park in CIP

#### *Medium Term (5-15 years)*

- Include Greenway trail connections in the CIP
- Include Washington Square urban open space development in the CIP
- Include Highway 217 corridor trail system in the CIP
- Include any special parks and facilities identified in the parks master plan for the Washington Square area in the CIP

#### *Long term (11-20 years)*

- Stormwater facility upgrade and replacement program to improve existing stormwater facilities

SDC IMPLEMENTATION CHART		City of Tigard					City of Beaverton	Washington County	Metro	State (ODOT)	Federal	City Council
Tasks/Implementers		LRP	CP	Eng.	PW	Fin.						
<b>Near Term</b>												
CIP				■	□	□						
<b>Short Term</b>												
Master Plans		■		■	■							
Review and Update all City SDCs				■	■	□						
SDC IGA		■					■	■				
Expand Use of SDCs		■					■	■	□	□		□
Include the following in the CIP:		□		■	□	□						◆
<ul style="list-style-type: none"> <li>Fanno Creek linear park development</li> <li>Ash Creek linear park development</li> <li>Metzger School park improvements</li> <li>Whitford School park improvements (Beaverton)</li> <li>Ash Creek neighborhood park</li> </ul>												
<b>Medium Term</b>												
Include the following in the CIP:		□		■	□	□						◆
<ul style="list-style-type: none"> <li>Greenway trail connections</li> <li>Washington Square urban open space development</li> <li>Highway 217 corridor trail system</li> <li>Any special parks and facilities identified in the parks master plan for the Washington Square area</li> </ul>												
<b>Long Term</b>												
Stormwater facility upgrade and replacement program to improve existing stormwater facilities				■	□							

- = Lead Department  
 □ = Involved agencies/departments  
 ◆ = Decision maker

## **II.E      ADDITIONAL LOCAL FEES OR ASSESSMENTS**

### **1. BACKGROUND**

The Washington Square Regional Plan identifies a substantial number of improvements in the Regional Center needed to support projected development within that area. The City of Tigard is exploring existing revenue sources to help pay for these improvements, but it is clear that these sources will not meet the full need. None of the projects in the Washington Square Regional Center Plan are specifically identified to be built using revenues from “additional fees.” Rather, additional fees may help expand existing revenue sources to support projects.

Traditionally, cities around the country use a variety of fees and taxes to support various projects and services. A short (and non-exclusive) list includes economic improvement districts, street utility fees, tax base sharing, employment taxes, business taxes, parking meters, off-street parking fees/taxes, office rental fees, construction excise taxes, regional sales taxes, and congestion pricing.

There are pros and cons to all revenue sources. Some may work in some areas, but not in Tigard; some may work in Tigard but not in other areas. Generally, however, it is advantageous to have a variety of revenue sources. This avoids over-burdening any one class of payers and protects the revenue stream from cyclical fluctuations such as changes in the economy or building activity.

Tigard, in cooperation with Beaverton, Washington County and Metro, should explore various new sources of revenue to see which (if any) should be adopted to help support the needed improvements to the Washington Square Regional Center.

Urban Renewal is discussed in a separate section of this report.

### **2. PROCESS**

New fees and charges may be adopted by a variety of means. Each will carry its own requirements. Some may be adopted by the City Council. Some may be referred to voters of the City or possibly just the Regional Center area. Some may only be adopted by action of the property owners and residents of the Regional Center. Research into likely sources will identify the process to adopt each possible source.

### **3. RECOMMENDATIONS**

Work with Beaverton, Washington County, and Metro to develop a list of “likely” sources of new revenues for further research. This “likely” list of new revenue sources may be refined and enhanced through the use of focus groups or other public involvement methods. In addition, it may be advantageous to enlist the aid of a consultant to aid in the development and public outreach efforts.

#### **4. WORK PROGRAM**

#### *Status*

##### *Near term (Now)*

- None

##### *Short term (1 – 10 years)*

- Determine Revenue Study Approach – Work with Beaverton and Washington County to determine how to conduct a study of possible revenue sources. Should this be a joint project by all three agencies or should Tigard take the lead and present the final results to the other two agencies?
- Develop a List of Possible New Revenue Sources – Develop a list of possible revenue sources which merit further study by researching the literature, contacting other agencies, and working with stakeholders in the Regional Center.
- Research Likely Revenue Sources and Develop a Report of the Options – Research likely revenue sources, including revenue-generating potential, costs of collection and administration, and economic, social, and political impacts. Based on this research, identify a list of sources recommended for consideration.
- Public Review and Input – Present recommended options to the City Councils of Tigard and Beaverton and the Washington County Commission for public review and input.
- Select and Adopt Final Options

##### *Medium Term (5 – 15 years)*

- None

##### *Long term (11-20 years)*

- None



ADDT'L LOCAL FEES IMPLEMENTATION CHART						City of Tigard	City of Beaverton	Washington County	Metro	State (ODOT)	Federal	Tigard City Council
Tasks/Implementers						LRP	CP	Eng.	PW	Fin.		
<b>Near Term</b>												
None												
<b>Short Term</b>												
Determine Revenue Study Approach						■		□	□	■	■	■
Develop a List of Possible New Revenue Sources						■		□	□	■	■	■
Research Likely Revenue Sources and Develop a Report of the Options						■		□	□	■	■	■
Public Review and Input						□				□	■	■
Select and Adopt Final Options						□				□	◆	◆
<b>Long Term</b>												
None												

- = Lead Department/agency
- = Involved agencies/departments
- ◆ = Decision maker

## Appendix A – Task Force Recommended Improvements

Project	Description	Estimated cost (\$1,000)	Potential funding source
<b>Transportation Improvements</b>			
Highway 217 Improvements	Identify and plan for the implementation of improvements to Highway 217 and its interchanges between Interstate 5 and Highway 26.	Regional/ ODOT funds	Regional funds
North Mall to Nimbus Connection	<b>Task Force Priority 1</b> - Build a bridge over Highway 217 connecting the Washington Square Mall with the Nimbus Business Center. The bridge is intended to be a facility for local travel within the Regional Center. It would include a two-way roadway, bike lanes, sidewalks and facilities for transit.	30,000	MRTP, Urban Renewal
SW Nimbus-Greenburg Connection	<b>Task Force Priority 2</b> – 2 parts: <ul style="list-style-type: none"> <li>• Modify existing roadway north of Scholls Ferry Road to a 3 lane facility with parking, bike lanes and sidewalks.</li> <li>• Extend SW Nimbus Avenue to meet Greenburg Road. This would be a 5-lane roadway with bike lanes and sidewalks – no on-street parking.</li> </ul>	38,000	MRTP, Urban Renewal
South Mall to Nimbus Connection	<b>Task Force Priority 3</b> – Build a new bridge from SW Locust /Greenburg Road, through Washington Square over Highway 217 terminating at the extended SW Nimbus Avenue south of Scholls Ferry road.	26,000	MRTP, Urban Renewal
SW Lincoln Street from Locust to Oak	<b>Task Force Priority 4</b> - Modify Lincoln Street to provide a 3-lane section with parking, bike lanes and sidewalks between SW Locust Street and SW Oak Street.	3,000	TIF, LID
Widening of Hall Boulevard (3 or 5 lanes)	<b>Task force Priority 5</b> – First, build a 3-lane facility with sidewalks and bike lanes between Oleson Road and Highway 217. If after other project recommendations have been built and it is found that Hall Boulevard still needs to be a 5-lane facility, the roadway would be widened again. In the interim, and as possible, the City of Tigard or ODOT would acquire the right-of-way necessary.	18,000 for 3 lane, 24,000 for 5 lane	MRTP, Urban Renewal, State
SW Locust Street from Hall to Greenburg	Modify Locust Street between Hall Boulevard and Greenburg Road to include a 3-lane section with parking, bike lanes, sidewalks and other streetscape improvements.	40-55	Urban Renewal, TIF
Washington Square Mall internal roads	Build improvements to existing Washington Square Mall internal circulation roads to meet public street standards with bike lanes and sidewalks.	Varies	Require for development, LID, Urban renewal
Cascade Avenue	Improve existing roadway (north and south of Scholls Ferry Road) to 3-lane standard with parking, bike lanes, and sidewalks.	Varies	LID, developer
Oak Street improvements from Hall to Lincoln	Modify the roadway to provide a 2-lane section with parking, bike lanes, and sidewalk between SW Hall Boulevard and SW Lincoln Street.	40-55	LID, developer

### Stormwater Management

Develop a storm water facility upgrade and replacement program designed to improve existing storm water facilities	<ul style="list-style-type: none"> <li>Complete a drainage analysis of area; Identify necessary improvements.</li> <li>Construct upgrade for residential area north of Oak Street</li> <li>Construct /replacement for other areas</li> <li>Demonstration Project</li> </ul>	3,800-5,800 total	Urban Renewal, LID, SDC, Service Charge
Major new storm water improvements identified as part of the Fanno Creek Watershed Master Plan	Water quality projects Ash Creek; Park Place to Cedarcrest Rd., Hall to Metzger, Hwy 217 to Hall, confluence to Hwy 217	665	SWM SDC's

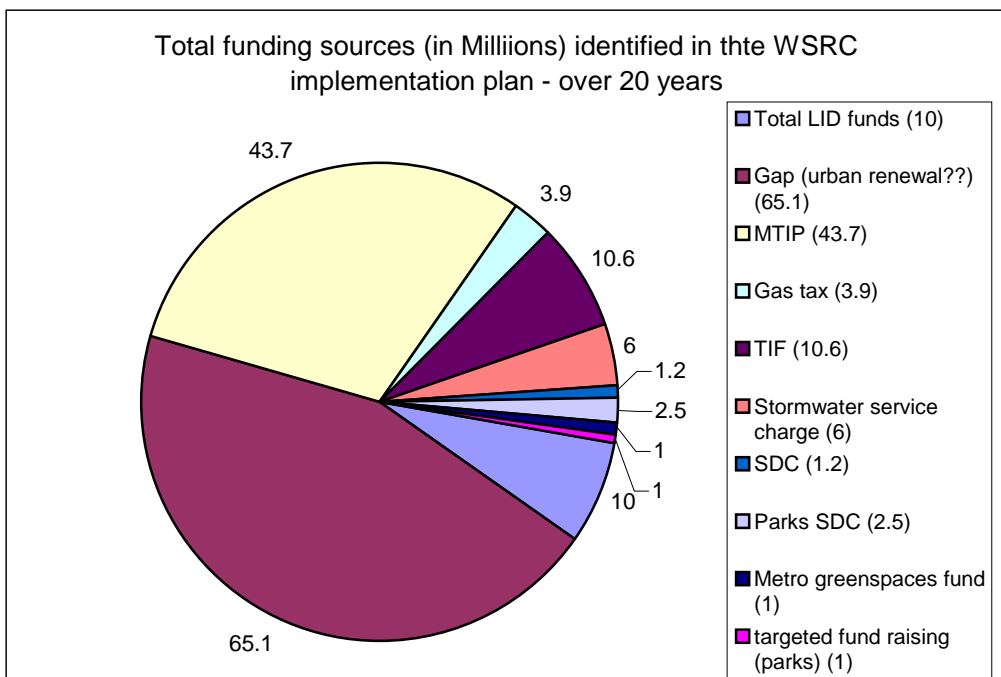
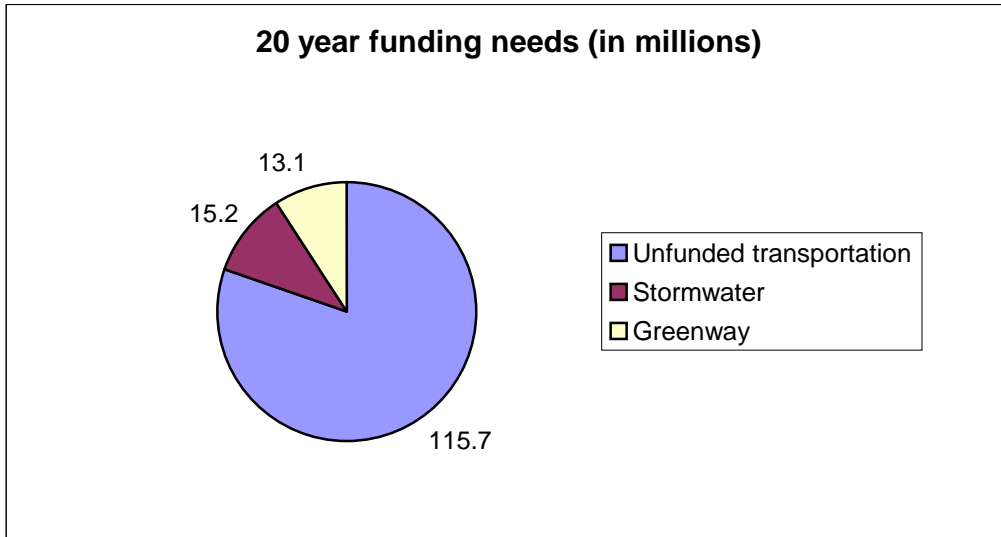
### Parks and Open spaces

Parks and Open Space Master Plan	Master Plan for all parks, plazas and open spaces identified in the Washington Square Regional Center Plan and Implementation Plan.	250	SDC, Metro
Fanno Creek linear park development	Connections from the existing Fanno Creek greenway trail to the Regional Center to the east and to other parks and trails	425-700	SDC, developer contributions, Metro Greenspaces program
Ash Creek linear park development	Connections along Ash Creek and to the Fanno Creek trail system and Hwy 217 crossing	1,710-2,850	SDC, developer contributions, Metro Greenspaces program
Greenway trail connections:			
• Fanno Creek to Red Tail Golf Course	Connection over Hwy 217 between the Fanno Creek greenway to Whitford school and Red Tail Golf Course	838-1,234	SDC, developer contributions
• Red Tail Golf Course Trail	Connections through or around the golf course	245-555	SDC, developer contributions
• Oleson Road to Hall Blvd	Connections between Red Tail Golf Course and Hall Blvd.	345-1,540	SDC, developer contributions
• Hall Blvd. to Metzger Park	Sidewalk widening and improvements along Hall Blvd. to the park	150-275	SDC, developer contributions
Metzger School Improvements	Improvements to recreation, sports and playground facilities	150	SDC, developer contributions, school district
Whitford School Improvements	Improvements to recreation, sports and playground facilities	150	SDC, developer contributions, school district

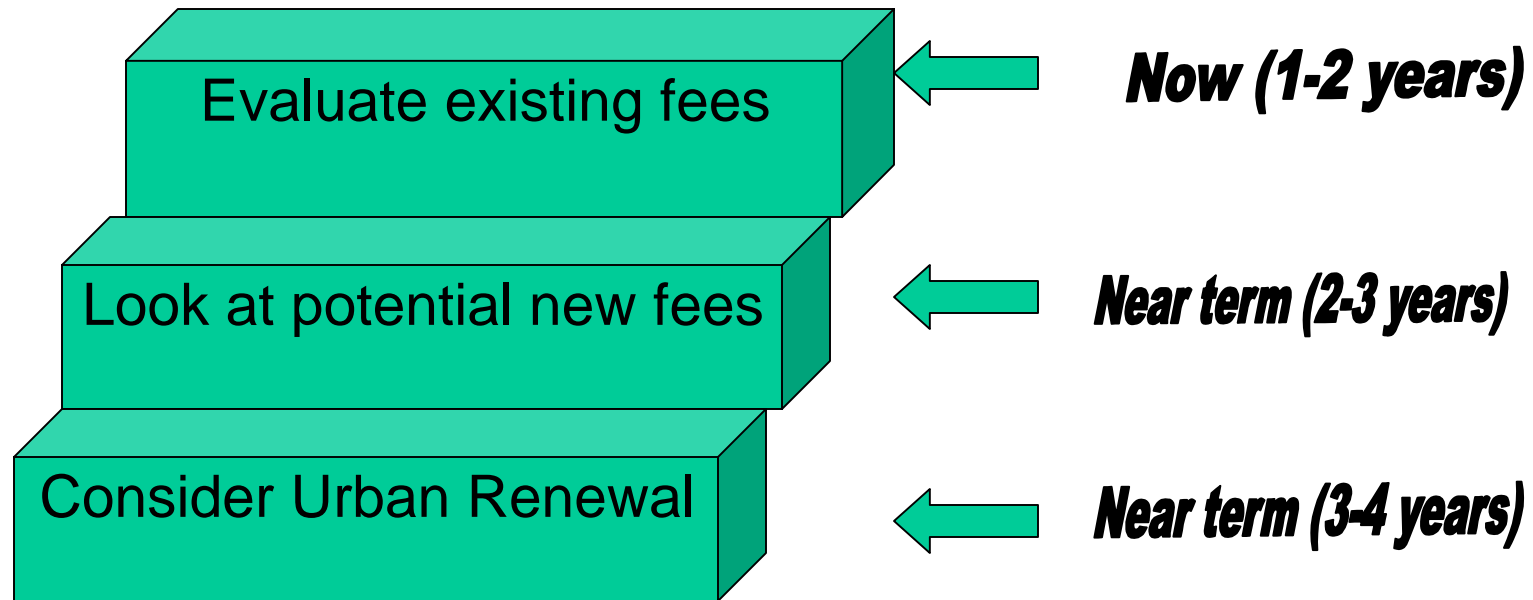
Ash Creek Neighborhood Park	New neighborhood park east of Greenburg Road.	755-1,585	SDC, developer contributions
Washington Square Urban Open space	New urban plaza near the center of the Regional Center	7,675-10,645	SDC, developer contributions
Highway 217 Corridor Trail System	Bicycle and pedestrian trail system to provide connections to the greenbelt, enhanced pedestrian streets, bridge crossings and open space facilities	240-790	Part of Highway 217 widening project, SDC, developer contributions
Special Parks and Facilities	Possible local recreation and interpretive facilities include arboretum, butterfly parks, community centers, swimming pools, tennis facilities, skating parks, museums, interpretive facilities and others	175	SDC, developer contributions, targeted fundraising

Sources: Washington Square Regional Center Phase II Implementation Plan Summary Report and Washington Square Regional Center Funding Matrix developed by the City of Tigard internal funding strategy group.

# WASHINGTON SQUARE REGIONAL CENTER FUNDING NEEDS VS. AVAILABLE FUNDS



# Steps to Take to Fill the Funding Gap





# Washington Square

Summer 2002

Volume 1, Issue 1

## Regional Center News

PUBLISHED BY  
THE CITY OF TIGARD  
LONG-RANGE PLANNING

### WSRC Plan and Standards Now in Effect for Tigard; Work Continues on Plan Implementation

The Washington Square Regional Center Plan and standards were implemented for the portion in the City of Tigard February 26, 2002. No applications have been filed for development in the Regional Center since the new standards took effect March 28, 2002.

Tigard staff are working on a program for financing the needed improvements for transportation, parks and open space, and stormwater, and plan to continue work on program development for the Washington Square Regional Center Plan. The program development is a detailed list of specific tasks that must be complete in order to implement the vision of the adopted plan.

In addition to the work Tigard is doing, both Beaverton and Washington County will need to adopt and implement the plan. A great deal of inter-jurisdiction coordination must occur to see the recommendations in the plan implemented. The plan's integrity depends on these multi-jurisdictional efforts. This is a long-term commitment and requires the continued efforts of all jurisdictions to work together in order to see the plan fully implemented. For more information about the Tigard standards, contact Matt Scheidegger in Current Planning at 503/639-4171, ext. 2437.



The Amendments implement the Task Force's Phase II Recommendations in the Tigard portion.

#### Inside this issue:

<i>Phase III Program Development</i>	<i>1</i>
<i>217 Corridor Study</i>	<i>2</i>
<i>Affordable Housing in WSRC</i>	<i>2</i>
<i>WSRC Partners</i>	<i>2</i>
<i>WSRC Zoning Map</i>	<i>3</i>

### What's Next? An Overview of the Phase III Work Program

The Phase II implementation plan summarizes the conclusions and recommendations from the Washington Square Regional Center Task Force and its four Technical Advisory Subcommittees (TASes) that worked closely with City staff and a consultant team during Phase II. The Phase II implementation plan was intended to determine if there were fatal flaws in the original plan which would result in the plan being un-implementable, and concluded that there were no fatal flaws. The Phase II implementation plan also identified specific steps and actions that were needed to aid the implementation of the overall plan. The Phase II implementation Plan did not provide a detailed work program to carry the recommendations through to fruition.

Tigard staff is now working on the implementation program (Phase III) which takes the previous recommendations and develops a detailed program and timeline to accomplish the original goals and recommendations of the plan. The implementation program will address the following:

- **Funding** – Examines specific programs to ensure that available funding sources are maximized to attain necessary funding. The funding section also addresses recommendations to obtain additional funds to fill the gap between needed improvements and available funds.

*Continued on p. 2*

#### Welcome to the WSRC News!

- The City of Tigard has launched this quarterly newsletter as one more way to keep all of our government and community partners updated on the progress of the WSRC Plan implementation.
- If you would like to suggest future update topics or have an address change, send an email to Beth St. Amand at [beth@ci.tigard.or.us](mailto:beth@ci.tigard.or.us), or 503/639-4171, ext. 2435.

#### WSRC News

Beth St. Amand, editor  
Julia Hajduk, Duane Roberts, writers  
Barbara Shields, Long-Range Planning Manager



## WSRC Partners

The Washington Square Regional Center includes four jurisdictions. The attached map shows the plan boundaries. For more information regarding the Plan in a particular jurisdiction, contact these individuals:

**Beaverton**  
Hal Bergsma, 503/526-2493

**Tigard**  
Julia Hajduk, 503/639-4171

**Washington County**  
Paul Schaefer, 503/846-4530

**Metro**  
Brenda Bernards, 503/797-1736

## What's Next? Implementation *(cont. from page 1)*

- **Greenbelt** - The Phase II work identified areas for open space preservation, greenbelt links and new parks, including budget estimates for design, construction, land acquisition and maintenance. As part of the current funding work, staff has been looking at grant opportunities, as well as examining other funding sources for these projects
- **Transportation Demand Management (TDM)** - This work will look at specific strategies to meet TDM goals of reduced single occupancy vehicles in the Regional Center
- **Stormwater** - A specific program will be developed that outlines the timeframe and strategies for implementing the recommendations of the Phase II plan.

A key piece of the implementation program and the Regional Center's success involves the coordinated effort of all affected jurisdictions. Tigard's efforts will be a demonstration project for Beaverton and Washington County as they continue to move forward in the adoption of the Washington Square Regional Center Plan. For more information, contact Tigard Long-Range Planning Manager Barbara Shields at 503/639-4171.

## Efforts for Highway 217 Corridor Study Under Way

An outcome of the Washington Square Regional Center Implementation Plan was the determination that Highway 217 capacity improvements were vital to the Regional Center's success. The Task Force, City of Tigard Staff, and elected officials advocated to Metro that this corridor must be studied and planned for now in order to facilitate future improvements. Due to the public and political support for Highway 217 capacity improvements and the demonstrated need for these improvements, efforts are now under way for a corridor study.

Metro staff has applied for grant funds from the Federal Highway Administration to help fund the study. They are still waiting for confirmation of a grant award. Once the grant is awarded, Metro anticipates an 18-month study process. Metro is currently working with representatives from the City of Tigard, the City of Beaverton and Washington County to develop a project scope, budget and timeline. Staff from the three affected jurisdictions have indicated that they will participate with matching funds, which are required to obtain grant funds. All three jurisdictions have dedicated staff time to participate in the study.

The corridor study will provide a detailed alternatives analysis. This analysis will allow for the next phase – detailed design and engineering, and environmental review – and the final phase, construction. For more information contact Metro Transportation Program Supervisor Bridgett Wieghart at 503/797-1775.

## Affordable Housing in WSRC Ready for Tenants

In May, after more than two years of planning and development, Community Partners for Affordable Housing (CPAH) completed its fourth Tigard-area development, the Village at Washington Square. CPAH is a non-profit affordable housing developer serving the Tigard-Tualatin area. This 26-unit development is located along Hall Boulevard within the Washington Square Regional Center. While approved prior to the enactment of the Washington Square design standards, the project is significant as the first new construction of affordable housing in over a decade in the Tigard area.

In addition to studios, and one- and two-bedroom units, the development contains three- and four-bedroom apartments, which are scarce in today's housing market, particularly at affordable rents. The project's community center is the focal point of the support, skill enhancement, and community building activities offered to residents. Youth programs include homework mentoring, access to computers with high-speed Internet access, after-school crafts and story hours, and an 11-week Summer Youth Program.

CPAH relies on donations from businesses, churches, individuals, and foundations to operate. The organization currently owns and manages 146 units of affordable housing within the Tigard area. For more information, contact CPAH Executive Director Sheila Greenlaw-Fink at 603/968-2724.



# **Outline of Overall Washington Square Regional Center Implementation Program**

## **I. Introduction**

## **II. Funding Program**

- A. Metropolitan Transportation Improvement Plan (MTIP)**
- B. Local Improvement District**
- C. Transportation Impact Fees**
- D. System Development Charges**
- E. Additional Local Fees/Assessments**
- F. Urban Renewal Plan Feasibility Assessment**

## **III. Greenbelt Development**

## **IV. Transportation Demand Management**

## **V. Stormwater Management Strategy**

recommendation is that the Street Maintenance Fee should be submitted for Council review and action at a Council business meeting in August 2002.

The following are the next steps for possible implementation of the Street Maintenance Fee:

- July through mid-August 2002: Continue meetings with commercial entities that are locally represented. Receive and compile input from those businesses that were mailed information packets. Provide Council an update in early August on responses received to that point.
- August 27, 2002: Council conducts a public hearing at the business meeting on this date. The adoption of the Street Maintenance Fee will be submitted for Council consideration at this meeting. The establishment of the fee would be by ordinance and the actual fee amounts by resolution at this same meeting. The effective date would be January 1, 2003. This would provide the City's Finance Department time to incorporate the fees into the utility bills, and would allow the Engineering staff time to verify the information needed for the billings.

---

#### OTHER ALTERNATIVES CONSIDERED

Council decides not to implement the Street Maintenance Fee at this time.

---

#### VISION TASK FORCE GOAL AND ACTION COMMITTEE STRATEGY

Timely maintenance of the street infrastructure meets the Tigard Beyond Tomorrow goal of *Improve Traffic Safety*. The implementation of the Street Maintenance Fee meets the goal of *Identify and Develop Funding Resources*.

---

#### ATTACHMENT LIST

None.

---

#### FISCAL NOTES

None at this point. The implementation of the Street Maintenance Fee would provide funding for street maintenance, limited rights-of-way maintenance, limited sidewalk maintenance, and street light and traffic signal system energy costs and maintenance.

AGENDA ITEM # \_\_\_\_\_  
FOR AGENDA OF July 16, 2002

CITY OF TIGARD, OREGON  
COUNCIL AGENDA ITEM SUMMARY

ISSUE/AGENDA TITLE Street Maintenance Fee Update

PREPARED BY: A.P. Duenas DEPT HEAD OK \_\_\_\_\_ CITY MGR OK \_\_\_\_\_

---

ISSUE BEFORE THE COUNCIL

Discussion of responses from businesses in Tigard regarding the proposed Street Maintenance Fee and recommendation from the Transportation Financing Strategies Task Force on possible implementation of the fee.

---

STAFF RECOMMENDATION

Staff recommends that City Council consider the implementation of the Street Maintenance Fee at a Council business meeting in August.

---

INFORMATION SUMMARY

At the Council Workshop meeting on March 19, 2002, the Transportation Financing Strategies Task Force presented the Street Maintenance Fee Study Report and proposed to establish dialogue with businesses that would be most affected by the fee before bringing back the fee for further discussion and possible implementation. Task Force members and staff have since met with two major businesses in Tigard regarding the potential implementation of the Street Maintenance Fee. John Wiitala, property manager for PacTrust, understands the need for maintenance of the City streets and fully supported the implementation of the Street Maintenance Fee to include the rights-of-way and sidewalk maintenance elements. Jack Reardon of Washington Square properties likewise understands the need for maintenance of the street infrastructure but expressed some concerns about the fees. He felt the residents should bear a greater portion of the load with a corresponding reduction on the businesses. He further stated that as property manager for the Washington Square properties, he could not support fees that would be passed on to the tenants on those properties. However, he did not appear to be actively opposed to implementation of the fee.

Many of the larger businesses in Tigard do not have corporate offices, or property managers, in the state. Local representatives typically are not authorized to make policy decisions for those businesses. Information packets, with cover letter giving notice of the potential implementation of the fee and requesting input, have been mailed out to some of those businesses. Mailings to other businesses will continue through the month of July.

The Task Force met on June 20, 2002 and reaffirmed the recommendation submitted to Council in the Street Maintenance Fee Study Report. The fees are based on trip generation rates that are nationally recognized and accepted. Any changes to the fees calculated using these rates would be purely arbitrary. The Task Force recommendation is that the Street Maintenance Fee should be submitted for Council review and action at a Council business meeting in August 2002.

The following are the next steps for possible implementation of the Street Maintenance Fee:

- July through mid-August 2002: Continue meetings with commercial entities that are locally represented. Receive and compile input from those businesses that were mailed information packets. Provide Council an update in early August on responses received to that point.
- August 27, 2002: Council conducts a public hearing at the business meeting on this date. The adoption of the Street Maintenance Fee will be submitted for Council consideration at this meeting. The establishment of the fee would be by ordinance and the actual fee amounts by resolution at this same meeting. The effective date would be January 1, 2003. This would provide the City's Finance Department time to incorporate the fees into the utility bills, and would allow the Engineering staff time to verify the information needed for the billings.

---

#### OTHER ALTERNATIVES CONSIDERED

Council decides not to implement the Street Maintenance Fee at this time.

---

#### VISION TASK FORCE GOAL AND ACTION COMMITTEE STRATEGY

Timely maintenance of the street infrastructure meets the Tigard Beyond Tomorrow goal of *Improve Traffic Safety*. The implementation of the Street Maintenance Fee meets the goal of *Identify and Develop Funding Resources*.

---

#### ATTACHMENT LIST

None.

---

#### FISCAL NOTES

None at this point. The implementation of the Street Maintenance Fee would provide funding for street maintenance, limited rights-of-way maintenance, limited sidewalk maintenance, and street light and traffic signal system energy costs and maintenance.